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COMMUNITY PLANNING ASSOCIATION OF CANADA

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COMMUNITY PLANNING ASSOCIATION OF CANADA

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The object of the Association is "to foster public understanding of, and participation in, community planning in Canada". Much of the effort for orderly community development must be locally centred. Members in any province are therefore encouraged to form a Provincial Division, and within it to form local Branches of the Association.

What and Why is Community Planning?

EVERY night our newspapers tell of tragedies in town—children's play or busy careers cut off by vehicles; crowded families made homeless by fire and flood; harassed people committing brutal crimes amid squalour. This little booklet isn't concerned with the whole pack of these ills. Neither is it meant for those who don't think they can tackle any of them at all. It is addressed to men and women and boys and girls who are realists: who know they do very well to go at the problem nearest to hand, about which relatively small groups of people can sooner or later achieve something concrete. We suggest *one kind* of activity that is going on, and in which everyone who wishes to do something constructive can play a part. That activity is carried on by the Community Planning Association of Canada.

Does it sound mysterious? We hope in a few minutes to sketch out the main outlines. (The details could occupy us for a lifetime, which is one of the fascinations of the business.)

Taking first things first, what do we mean by a "community"? Its very vagueness has its points, as we

shall see. Broadly, we mean a group of people who live in a locality and share many of its advantages and fates in common. Thus all the families that use your neighbourhood primary school and drugstore are for many purposes a community. So are all who live in the score of municipalities—in two provinces—that form the National Capital community. (How so? Watch retail sales in the whole area when the civil service increases, or even when Parliament prorogues.) So have we a community—in two nations this time—that numbers millions of people surrounding the factories of Windsor and Detroit. In a wider sense, there is a community of all those in the prairies who stand to lose when the price of wheat drops, and to gain by the work done under the Prairie Farm Rehabilitation Act.

Community Planning is an Old Custom

The features of a community were described years ago as *folk, place,* and *work.* In other words, people living in a particular area, gaining a livelihood from it, and in time shaping a common life over it. We've learned a good deal through the centuries about how to achieve a safer and ampler livelihood for more people per acre: *safer* through a system of law placed above individuals or families, *ampler* through growing economic co-operation and interdependence between families.

And until relatively recent times (a little over a century ago) everybody recognized fairly orderly ways of disposing of the land upon which all this took place—walls and ditches for safety, farms and markets for livelihood, cloisters for learning. The allotment of land within each community for the various uses was done to a pattern which anybody who gave it a thought could understand. There was a place for every necessary thing. The town was built according to plan.

Then things began to happen: prosperity in the British Isles led to a larger population, which led to the clearing of most of the woods around settled areas. People had to find something else for fuel and luckily they found coal; soon they found its heat would do useful things to iron, and they learned to build bigger ships and machines. Presently someone showed how to make a smooth iron cylinder in which steam would push a piston instead of escaping unused—and what we now call the Industrial Revolution was well under way.

The Community with Wheels on

This made a new kind of community possible and desirable, where people could work in large factory-teams and forget about growing food for themselves. Industrial towns grew rapidly wherever the coal and iron and skills appeared. The whole thing was very exciting—and a new idea became popular: that every-man-for-himself was a principle essential to progress. Because an acre of land close to minerals and skills jumped to a higher price than the other corn-patches, people lucky enough to get hold of such acres became more interested in land as potential wealth-in-itself than for its existing use. And of course the farm land adjoining growing towns became very high-priced.

Then as always, with fortunes to be made, everybody with money to invest elbowed in for his share—in this case his little parcel of land. Individual property rights assumed paramount importance. The very hope of profit in the land market depended on unpredictability. For the time being, nothing was developing around the growing towns according to plan.

In most countries, including Canada, the form of self-government of these new industrial towns was usually a step or so behind their actual development. Violence preceded policing, conflagrations and epidemics preceded building codes and health laws, water-

mains and city debts got ahead of taxes, and so on. It often happened in North America that the real community (recognizable to a traveller as he approached from a distance) far outstretched the legal limits of the municipality. This multiplied the odds against any bit of property being used for whatever its original owner, or adjoining owners or anybody else might expect.

All this is still going on. In the last twenty years the Canadian population has migrated not so much to the big cities as to the surrounding suburbs. (Leaside, near Toronto—for instance—grew tenfold in seven years.) This migration has been not only from farms; it has been conspicuously from the central parts of the big cities. The outward shift started with the new families wealthy enough to buy transportation. It now includes vast numbers of middle-income families, plus their schools, their shops, churches, banks, clubs, movie-houses—and the miles of paving, pipes, wires and bus-lines they count on having. Lately the stream outwards has been swollen by the migration of whole assembly-line factories, warehouses, head offices, department stores and colleges.

The Budget too is Foot-loose

The expense of building a town has never been borne entirely by the individual owners of the undertakings in it. For every ten dollars they spent privately on houses or

shops or factories, they had to spend a dollar or two collectively—as a community—for roads and schools and hospitals and so on. One of the benefits of industrialization has been that one can earn one's livelihood in less time, and thus spend more time off the job; in school, at the library, playground or community centre, or after retirement from one's work for good. But these leisure activities require community expenditure too; and the more we learn about science and technology, the higher the proportion of our wealth we're likely to want to put into off-the-job facilities.

There's no unanswerable reason why the community should not, as the demands of work diminish and goods become easier to turn out, put more and more of its wealth and personnel into education and off-work services. But for the moment there's a catch: in spite of the fact that the greater part of Canada's output of wealth is made in the cities, it seems very few of them are free from worry as to how they'll raise funds for the services they already have, let alone any new ones.

The way we've got ourselves into this community jam will bear a glance. First, should the local community bear most of the expense of such things as street-building, education, health and recreation? In our grandfathers' time, when people only rarely went from town to town, it was certainly simpler. But now, when millions have their jobs in municipalities other than the one that gave them schooling, (or the one that gives them a serviced house-lot, or provides eight-lane streets to go over to work, or that may give them expensive medical treatment), it is clear that the municipal share

of the cost of maintaining these things is unquestionably heavy and unfair. People move about too quickly for the municipal tax-collector. (We found in 1947 that 400,000 of the 1,100,000 people entitled to refund of 1942 Compulsory Savings had moved during those five years.)

The local government's expenses may well be too heavy; they certainly are unfairly distributed. How about local revenues? How should the local community raise the joint funds needed to build and pay for local public facilities? It was natural enough when towns were all growing fast, and every spare dollar went into land, to raise municipal funds by taxes on the swelling value of that land. But several things have happened: the older communities are not growing—indeed the largest of them hardly even reproduce themselves; little of their land is increasing in value, while the exodus of families, shops and industries to the suburbs has meant that much central city land is falling in price. Besides, kinds of commercial and financial businesses have developed that deal mostly in paper—making great incomes but needing little land. As long as we confine ourselves largely to real estate taxes to pay for community services, these businesses are not likely to be billed for their fair share.

So much for the natural history of our communities. The notion that we should be able to do a lot better job

on them is not new. Thomas Jefferson and William Blake were among those who saw that possibility almost as soon as there were industrial cities to see at all. And the lack is not for wealth or even for wealthy communities; (an overhaul job is being done right now in several European cities no richer than ours—and in some cases *no shorter of houses or schools or parks*). Of course a wealthy community may not have a financially healthy town hall. But that's mostly a matter of the community having emptied one of its pockets and being constitutionally unable to dip into the others. Our forefathers, people not unlike us, created a set-up that worked in their time fairly well. Have we the gumption to do the same? Don't let anyhody tell you we can't; we can do in Vancouver or Montreal or Halifax what is being done in Manchester or Amsterdam or Oslo or Warsaw or Zurich—if we really want to.

Planning Begins with What we Have

For these cities and many more can match every community headache or hangover we can show. Their problems are much like ours. What then are they doing? First of all, they are less prone than some of us to regard land as a speculative commodity. They recognize that that attitude to land leads inevitably to the headlines mentioned at the beginning of this pamphlet. Of course it also leads to many episodes that are not regarded as newsworthy: thousands of man-hours wasted on strap-hanging, or on that more refined nerve-torture called city driving and parking; thousands of woman-hours spent removing soot from clothes and curtains; thousands

of child-hours lost trying to cross main streets, and trying to hear teachers above the noise of traffic; millions of dollars thrown away on perfectly good buildings so badly grouped as to prove unwanted even before the children or trees or mortgages around them can mature.

Taken singly, some of these are little things; but they are exactly the sorts of minute hazards that are piled up in the psychology laboratories to drive rats crazy.

So too are we getting away from the idea of land as a speculative commodity. We have laws to prevent our richest corporations from dabbling too much in it, and government guarantees for them against heavy loss when they do dabble. (We have lately seen insurance companies make a start in housing, and turn it over to the federal government to finish.) Doesn't it give one pause to reflect that the buying of land and buildings—once the chief form of wealth—is now regarded as too risky for our higgest financial institutions to engage in without public safeguards and guarantees, and too expensive for about half our families to do privately for their own use? Are not most of the risks to finance, and a good deal of the expense for the individual family, results of shifting, unpredictable and wasteful ways of developing communities? Do not housing experts attribute much of the hesitation to build rental housing to

the artificially high land values in cities? Do not property appraisers give about half their attention to the quality and prospects of the neighbourhood, as distinct from the house itself? Is not about a quarter of the cost of shelter directly traceable to items outside the materials and labour needed to build the house—to such things as pavements, pipes, pole-lines, schools, traffic controls, fire-halls, and the rest? That means the average family spends six or seven percent of its whole income on those things. (How many businesses in your community pay that share of their gross income in local taxes?) All this is easier to understand in the light of even the brief history of community development hinted at above.

But accounting for the jam is only the beginning, and by itself gets us nowhere. We have then to follow through with action: (1) To work out a way of developing the community with less unpredictability, lost motion and waste; (2) To shift the money in our pockets so that as a community we can get at a fair share in each pocket to pay for the urban or rural services the community wants and needs—and can really very well afford.

Action of the first type, to establish orderly patterns of community development, has gone on for years in most countries including Canada. It is called town planning, physical planning or community planning. But we have not seen these patterns given very effective application. Why? There

is good cause to believe the experts when they say the failure to practise what is preached in town-building has two reasons: *First* not enough people have gained a clear idea of the possible building patterns so that we can publicly insist upon improvement; *second* not enough attention has been given to this curious legal straitjacket in which the community finds itself when it tries to increase the share of its own funds to be devoted to major self-improvement schemes. (That is to say, we have yet to make good community shopping-lists and good community budgets.)

Obviously these two causes are tied together. Suppose most people had a clear and compelling picture in mind of the sort of pleasant, orderly community that modern skills can deliver, (and were equally clear on the end-result of the present unguided rash of separate plots and projects). Then we'd quickly surmount constitutional and fiscal hurdles in the way of our choice. Our experience from 1939 to 1945 showed that we're quite prepared to make big leaps so long as we have a clear and concrete goal, and know the awful price of doing nothing. The main thing is to have before us realistic planning objectives. The complexity of every modern community and the differences between communities make the definition of those objectives, even in their broadest and least technical terms, a long job requiring sustained organization for its success. In Canada, the people most concerned to see that job begun have formed the Community Planning Association of Canada as the organization and instrument through which to concert the effort.

While there's Life there's the Need to Plan

Perhaps we should say something about the way the full-time planners do their work. We shall speak of them in the plural, because we are not describing any one method in particular (and there are many); besides, a good many planners just don't think such a thing as THE Planner can exist. The modern community is too complicated an organism to be studied effectively except by a whole team. Further, that team (even if they are not permanently employed by a single municipality) should probably work together over long periods, and be available to the community whenever new circumstances require responsihle decisions; that will be year in and year out. As long as the city is lived in, it will need planning.

Suppose we imagine a Canadian metropolitan area inhabited by nearly a quarter of a million people. Our conception of its planning methods can be scaled down or up to fit most Canadian communities. It will long have had a chief engineer, a city surveyor, a city assessor, a city architect, and several other senior officials with professional training and a detailed knowledge of its main physical features. The community also has on its payroll educationists, welfare officers, health officers, financial experts, legal officers—people who know safe water supplies, good refuse disposal methods, serious fire hazards, sound traffic handling, industries, recreation, tourists, and hundreds of other activities essential to the daily life of the city.

A first job in the planning process is to bring together the main facts collected by all these people that have a bearing on the present and future physical welfare of the community. They have amongst their offices a fairly complete inventory of the people and things that now go to make up the city. Each of them also knows of things the town will have to obtain in the immediate future if the particular service he is responsible for is not to deteriorate—to the disadvantage of the community as a whole.

Survey: Springboard to Action

So far, the job is an unspectacular one of collecting facts. Yet it should be done, and it takes effort which must be paid for by citizens—and will only be paid for if it is understood. The hooking together of these facts to show important trends and needs is itself a specialized job, involving accounting and statistics. It may be useful to have comparable data from other communities, which will mean getting in touch with provincial and federal fact-sources. To judge the meaning of these facts may call for expert advice from professional students of city management—they may not be further away than the nearest university.

At this stage the facts collected can conveniently be put on maps and charts, that is, they may be shown graphically. They will be easier for the specialists to read and discuss together; they will also be much more lively in their import for any citizens who happen to see them. Such a collection of data in written and graphic form constitutes a Civic Survey; many cities in the demo-

cratic world have thought it worthwhile to publish this material in colorful pamphlet form, for *all* the interested citizens to see. Then the problem is to decide what should be done, which alternative solutions chosen, which projects undertaken first, to hegin to hring the community's physical property more into line with its evident needs and potentialities.

The Survey (which may be repeated once in every ten years or so) points up the over-all needs and possibilities. But other elements have also to enter the planning process. Some matters are more urgent than others, and the statistics don't always show clear differences in urgency. Some needs are not so apparent from the quantitative data as they are when presented in the form of positive proposals, worked out in some detail, and shown to be capable of fulfilment in a few years—perhaps with no more active endeavour than the determination to *retain* them as possibilities. The conserving of open spaces, leading from the heart of the community out to the verdant countryside, may be among these possibilities. We know of two Canadian cities (one under 20,000 —the other over 200,000) where in the past thirty years priceless air and light and greenness have been kept for the community, due entirely to the continuous consciousness of a few officials that such things could be saved without costing much; but how many cities have been less fortunate in natural endowment and anonymous official foresight? The risk of that method is that the guardianship of the community's space for rest and free movement is likely to prove—too late—to have been nohody's job.

Both Head-work and Foot-work

The answer to these problems—the continual measurement of the community's developing physical needs, and the making of democratic and responsible public choices in the solutions wanted to meet them—is to establish as a lasting part of the community administration the process of survey and plan. Regular presentation of survey results to the public; regular consultation of the collective foresight of the community's permanent officers and of other specialized advice on occasion; most important of all, regular canvassing of what the public wants done for the physical development of the community—these are the foundations of sound community planning. It is up to the City Hall to tell its constituents what problems it faces, and to admit occasionally (as any good management must) that it needs outside help in their solution. It must be the City Hall's business to show that it is coping as best it can with the causes of tragedy and annoyance so familiar in our communities (and by now in this pamphlet, too). Your civic departments should be able to convince you that they have put their heads together to make your town a better place in which to bring up your family. It is up to them to launch realistic proposals to that end. That is what officials are elected and appointed to do.

If your community's officers are already doing so, two further questions arise. (1) To what citizen groups do they particularly address their planning proposals? (2) From what citizen groups do they regularly receive informed opinion and judgment upon their proposals? In some cities where there are Branches of the Community Planning Association, these Branches are available to help in both sides of this two-way process. In many cities where there are not yet CPAC Branches, there are no other speaking-tubes for communication on planning problems between the community's servants (at the City Hall and elsewhere) and the community's masters (YOU). Hence CPAC's function in relation to official agencies, and in relation to the millions of individuals looking for places to raise their families and to work or enjoy themselves properly. There are many different ways to work out these links between planning technicians and taxpayers (as we shall see presently). But to forge the links is the reason for CPAC.

Who are in the Community Planning Association?

In a few words, CPAC consists of a number of Canadians from coast to coast who have looked at the alternatives open in the development of our cities—greater order or greater chaos—and decided they would try to get on the First Team: to pour the enormous building surge, already at flood tide, into communities that would not merely be big—but would be as sane, healthy, orderly and attractive as we can make them.

What the first few people in CPAC had in their minds is set out in the Association's first bulletin, LAYOUT FOR LIVING No. 1, (February 1947). Here's what they said: "In almost every city and town in Canada, new buildings will go up in the next few years at record speed. All this building is going to alter the shape and character of our towns for generations to follow. Those who have belonged to the community for a lifetime, and those who are young or have children, want to be sure all this building will make for better living conditions for themselves, and for their offspring. If we're bound to have a building boom, we can at least avoid the reckless kind we've had in the past.

"When each man built what (and when and where) he pleased, he often robbed his neighbours by his work of the enjoyment they expected from their own buildings . . . Free-for-all building in a community is like free-for-all grabbing in a dining-hall. It ends up an indigestion all round. Such a feast of building as we now look forward to can easily result in a half-century of community indigestion, if we go at it in free-for-all style . . .

"But we can arrange for a more enjoyable community environment in the same common sense way we arrange for a more enjoyable community banquet. And with the city as with the banquet, the proof of our ability to arrange lies not in the paper description, but in the solid fare we are finally confronted with. When we look after our community surroundings in this way, we are doing *community planning.*"

The Community Planning Association of Canada is a group of people who are trying to get across this common sense point of view of how to arrange the heap of buildings that are rising willy-nilly all over Canada. The federal government, all the provincial governments, and scores of Canadian cities and towns have planning officers, bureaux and boards who run the technical regulations and get out complicated drawings and schemes. But few of these schemes have ever been tried out, perhaps because they were not understood, perhaps because they were seen not to provide for the things ordinary people want most in their communities. So CPAC starts at the other end of things. The Association says in effect: what do you, the men and women and boys and girls in the street want provided? How do you think it can be obtained? Are you prepared to group together with others of like mind in your community to see about getting what you want? In more official language, the watchwords of the Association are *public understanding* of planning, and *public participation* in community planning in Canada.

What can CPAC do?

How are these aims tackled? Let's turn to the record again, as set out in LAYOUT FOR LIVING No. 5 (June-July 1947): "Public interest will chiefly be gained by defining and underscoring local planning issues—for example finding suitable urban land around your community for the hundreds of houses on this year's construction program. But the expansion and proper application of planning powers in Canada also calls for province-wide action. To illustrate what is possible by planning will require nation-wide and international contacts —for which the Community Planning Association of Canada is the ready instrument. Democratic use of this instrument is possible only by local and provincial organization.

"For most Members, the job to be done by the Association will be the local one, right at their own doorstep. However, their provincial Division of CPAC is a necessary channel to the legislative bodies in Canada who define planning powers and collect much of the technical data. Finally, the provincial Division of CPAC is the essential link between the dynamic citizens' groups and that armoury of planning information and influence which this Association aims to become."

Energy and initiative of small local groups are the priceless ingredients in this process. Certain funds and informational materials are available from the Association's national office for the purpose, but it takes men and women on-the-spot and on-their-toes to make the planning process (like any democratic process) work effectively. What can a local group do to get started? There are many possible ways; but here's one that has worked out in practice.

Planning Begins with the People's Interest

A protest over some outrage to the community's interest, plus a series of timely, concrete suggestions on better ways to develop the place for its people—thus local planning often begins. The protest must be voiced

by local leaders of good will; they may point elsewhere to proof that the solutions suggested are workable. To bring the planning achievements of other places to bear upon the consciousness of the home town, the motion picture is perhaps the most effective means. (See annotated list of planning films available in Canada, at the end of this booklet.) Showing of pictures requires organization, access to descriptive lists, contact with other places. *It is this contact between those across Canada who themselves seek to promote the planning method that* CPAC *can provide.* But experience shows that films, while excellent to arouse curiosity, are less effective to transmit facts; and real convictions in favour of planning can only be built on solid demonstration . . . The effective stages in building local planning interest add up:

1 Focus on a well-known flaw of the town at present;

2 Show why piecemeal cure is no cure at all, that overall study of many related causes must come before real improvement;

3 Demonstrate by films, displays, printed matter (such as CPAC provides) how other places have adopted the overall planning process to their advantage;

4 If possible, point out situations in the home town where everyone can see for himself at full size the results of forethought.

John Citizen's general concern for his physical environment begins with his grasp of some concrete, immediate project that may change the surroundings he knows best and values most. He and his fellow-townsmen are bound to know far more about that concrete situation than anybody can in some remote office or bureau or Association. The local planning officers are there to help John Citizen find out what is possible, and then to carry out his wishes. If CPAC can make available to John Citizen and his small groups of friends and associates and clubs some aids to *assess the significance* of what he already knows about the local situation, then the national body is playing an essential part in the democratic process—a part without which Canadian communities will never become the pleasant and secure places that many believe they can and should now begin to become.

To help your local citizens' group with illustrations and experience from around the planning world is the function of CPAC's informational program. Some of our publications are meant to serve in the opposite way too: to bring your local experience and intentions to the notice of Canadians from Victoria to Ottawa to Halifax. (A list to date of CPAC publications, filmstrips and displays appears inside the back cover of this pamphlet.) The national office also keeps close tab on films and valuable planning information available from other organizations in Canada and beyond, for distribution to Branches of CPAC at special rates. Inquiries from voluntary groups outlining the purpose for which mate-

rial is wanted will be dealt with to the best of CPAC's growing ability.

We have said something of the way communities have grown; and why there are a lot of people who look to the future as an opportunity to alter the patterns of the past. We also promised at the outset to tell you about effective ways to take an active part in the improvement process in your own communtiy. The remainder of this short pamphlet is meant to fulfil that promise.

Local Organization

What can you and your friends do to promote the improvement of your own community as a place in which to live? We have outlined the resources on which you can draw.

1 A rapid stream of actual building, almost everywhere;

2 Growing knowledge of the way communities develop—knowledge being brought together by our federal, provincial and local planning officers, by our universities and technicial schools, and in scores of advisory and voluntary planning boards, perhaps including one in your own community. Out of this knowledge comes more and more practical skill in the accurate measurement and prediction of development trends: the likely growth of population, of industry, of traffic, of leisure time, of the needs of institutions of all kinds, including

that most important institution—the Canadian family;

3 A national clearing house for the collection and presentation of this experience in terms applicable to your community, and designed not for reading and filing by experts, but for direct use by all kinds of Canadians in the transformation of their own communities. This clearing house is the Community Planning Association of Canada.

But a record rate of building, an unprecedented body of Canadian planning skill, and a means of communicating the outlines of that experience to laymen are only beginnings. They guarantee nothing for the improvement of your community or mine. Those facilities are but opportunities: your community must *seize* its opportunity. Raw materials, design skill and advertising don't produce much unless there are also some customers. The customers for community planning are of course you, the fellow across the street, the boss, the school teacher, and (not least) the kids on roller-skates who'll have to go on living here after you and I no longer do. And shopping for community planning is not a matter of looking for quantity—in Canada we're able to help ourselves to most kinds of buildings. The people in CPAC are learning to take mere building activity for granted, and to look instead for *quality*—for the better organization of indoor and outdoor space for the rearing of families, the gaining of livelihood, the enjoyment of leisure. These are problems affecting many properties in common: they are community problems.

Organizations already Planning

We said before that physical planning of groups of buildings is nothing new: the ancients did it, medieval bishops and barons and burghers did it, later princes and aristocrats did it. And in most Canadian communities it's still being done in bits and pieces. There may no longer be any one agency through which most of the community's planning ideas flow into execution, although on paper there may be a small committee of planning advisors to the city hall. Alas! That committee too commonly has no resources to do any building itself, and no effective way to encourage others to carry out comprehensive development as devised in the interests of the whole group of local people.

However, when it comes to large scale developments for single purposes, agencies of the following types are really getting things done:

PUBLIC, SEMI-PUBLIC AGENCIES:

Housing Authority
Roads Commission
Railway Companies
Bus Company
Power, Light & Phone Companies
Parks & Recreation Commissions
Harbour Authority
School Board
Hospital Board

PRIVATE AGENCIES:

Large Industries
Commercial Houses, especially Chain Stores & Gas Stations
Entertainment enterprises
Residential Real Estate Developers

In addition to the careful planning done by each such agency for its own purpose there is considerable measuring of trends of development, and encouragement of some types of development, by a number of voluntary groups, such as:

Board of Trade & Businessmen's Associations
Welfare Council, or Council of Social Agencies
Property Owners, Civic Improvement, Historical preservation, Horticultural and a host of other societies and clubs for special interests.

Then one may well ask, why add another organization, this Community Planning Association? The answer of those who believe in doing so is that official over-all planning agencies just can't seem to produce worthwhile communities by taking thought. They need more criticism of what they are trying to do, more help from more groups in deciding how to do it, and more support for the local governments in *doing* it, year in and year out.

Planning Boards usually *try* to think for the whole community about its physical development, but by themselves in committee rooms they often cannot. On the other hand, most of the big, substantial building programs are carried on by agencies who (even when, for instance, they are publicly owned transit systems) properly don't regard it their business to attempt foresight for the whole community. A further feature of both official planning boards and of large-scale specialized development agencies is that their members are appointed, and are necessarily limited in number. Vitally interested groups often have to be left off the appointed bodies.

What is needed, both by those within appointed bodies and by those outside, is a clearing-house of planning information; facts, needs, wants, suggestions, criticisms, endorsations, effective demand. That is the gap to be filled by the local Branch of the Community Planning Association of Canada. John Dewey said: ". . . Men live in a *community* in virtue of the things which they have in *common;* and *communication* is the way in which they come to possess things in common." If we in a Canadian city or town are to possess a community bent to our needs (which few of us how have) we must express those needs first that we have in common. And the CPAC Branch is the intended channel of communication.

Some Case Histories

CPAC Branches are already serving that purpose admirably in a few cities. Let's see how they got started. The Toronto Branch is the continuation of the Citizens' Housing and Planning Association, which was initiated some years ago to follow up the suggestions contained in a housing discussion on CBC Citizens' Forum. The Branch has a large council, of which the bare majority are elected by individual Members, while there are over a dozen places as well for representatives of other voluntary groups interested in planning—both city-wide and neighbourhood. Thus by its very structure the Toronto Branch is an essential point of communication between individuals and groups, whatever their

official jobs, who are concerned to get a better ordered city to live in. As proof of its function as a pipe-line, the Toronto Branch has been publishing a monthly mimeographed digest of housing and planning news; incidentally the mechanical work of producing this news sheet is contributed by one of the agencies represented on the Branch Council, and fortunate enough to have a duplicating machine. (Those laying plans for the formation of a Branch will be well advised to secure the use of such means of communication at an early stage in the work.) The Toronto Branch has made excellent use of public interest in housing, playgrounds, and the announcement of planning proposals by the official Board: to call meetings, submit briefs—in short to promote planning action. Toronto is not yet Utopia, but it is noteworthy that in the past few years the Toronto area has seen the establishment of Canada's largest municipal Housing Authority, the foundation of a county-wide Planning Board, the appointment of a distinguished consultant to advise upon certain features of the development of Toronto's justly famous city-owned transportation system.

In Montreal, the Branch was the direct outcome of a series of extension lectures on planning given by McGill University. Other Branches have similarly arisen from particular occasions, and have kept moving by skilful use of opportunities to create and maintain contact between interested bodies, and gradually to crystallize and project informed opinion upon the development of their communities.

In general, five patterns seem to emerge as typical of successful local citizen organization for planning:

1 The affiliation of an existing citizens' community planning group with CPAC, whereby the local group gains a means of communication with like groups in other centres.

2 The establishment of a Joint Citizens' Council for Planning, consisting of representatives of many city-wide bodies (welfare agencies, home and school councils, labour councils, etc.). These bodies or those of them who already have clerical help, can share the paper-work of the Joint Council.

3 One existing agency may emerge as the obvious clearing-house for local planning needs and ideas: Possibly a Council of Social Agencies which already is in communication with those interested in health, recreation, education, housing, etc. This existing agency may be willing to sponsor a Joint Council on Community Planning, and to contribute some staff and facilities for the co-ordination of community planning activities which it conducts separately under its own roof in any case. It should be prepared to go outside its normal range of co-operating bodies, if necessary, to secure people for the Joint Council on Community Planning who will be able to speak for all sectors of informed opinion on the shaping of the community of the future. This pattern of channels of communication for community development ideas is being hammered out in a number of larger Canadian cities.

4 Another set-up used in metropolitan cities works this way: where there are neighbourhood home-and school clubs, community councils, or other sub-groups within the city-wide community—all of whom are interested in the development and safeguarding of facilities around their own homes—the Joint Council (or CPAC Branch) to present the planning needs of all these groups to the City Hall may be made up of two or three delegates from each neighbourhood. This kind of Joint Council is constituted *geographically*, so to speak, rather than by *kinds* of city-wide organizations, as were the two types previously described. The clubs that cover smaller areas are probably better posted on the details of traffic or recreation needs just around the corner than anyone else can be; which is a great advantage to the city-wide Joint Council when it takes up these matters with the City Fathers. On the other hand, very few neighbourhood groups can afford permanent staff and offices, such as some city-wide specialized organizations enjoy. Perhaps the best answer in your city will be a combination of intimate neighbourhood knowledge with city-wide organizational links, through a Joint Citizens' Planning Council composed of delegates from *both* geographical and specialized citizen bodies. This outline must not seem to thrust upon any community a hard and fast formula for beating the problems of building the city better. But the main thing is to keep our eyes on the big objective; if we do that, the minor variations in organizational pattern will

suggest themselves for the purpose—and everybody really wanting the Big Aim will readily approve the flexibility in achieving it.

5 A fifth possibility, (where there is no existing local organization interested in CPAC affiliation, no obvious clearing-house for planning ideas, and no possibility of a Joint Planning Council composed of and supported by several existing specialized or neighbourhood agencies) is to form a CPAC Branch of the individual Members, encouraging in some cases Sustaining Membership by geographic or functional groups. Yet the prime need is to relay ideas for comment and action to every group of people with an interest, no matter how specialized or limited, in the improvement of the community's physical assets. Therefore deliberate steps should be taken from the outset to enlist participation by and representation of such groups. (The surest way to enlist individuals or groups in the stream of Branch activities is probably to give them an appropriate job to do—even if it's addressing envelopes or licking stamps.)

What does it All Add up to?

We have rambled in and out of a lot of by-ways in this short pamphlet. That is partly because a community is not a simple thing and therefore its future is not a simple problem. What we have been saying has been said many times before and may have to be said many times again. This is probably the place to try to recapitulate our ideas in a nutshell.

Everybody talks about housing just as we all talk about the weather. Individually we feel frustrated because we can do nothing except talk. Slums are like taxes—no one wholly escapes their effect. What it has taken us a long time to learn about slums and taxes is that they can be dealt with by groups of people when they share in common a set of sound and clear ideas. Slums and taxes are the unpleasant side of living in communities. We have too much of both of them—and the amount of both is increasing uncomfortably fast.

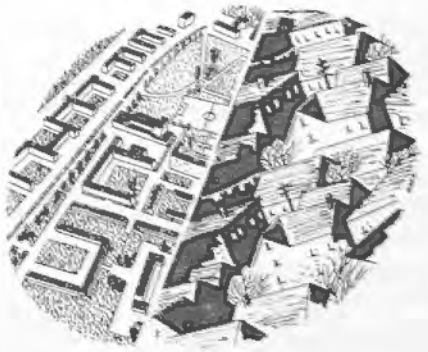
But the problem can be licked. Whatever we do there is no doubt of our ability to do a lot of building; every day's paper brings news of building records broken. We have available to us the skills and resources to build better communities than any of us have dreamed of. A few men and women spent a good deal of time thinking and studying about what our communities should look like, and how we can make them look better and work better. Some of these people are the experts in the organization of space: architects, engineers, surveyors and so on. Others have devoted their attention

to the sorting out of aims and means: government officials, political leaders and scientists, sociologists, economists, etc. Recently these two broad groups of experts have been getting together more and more often to put down in precise terms the kind of communities we are capable of, and the kind of line-up of our will and wealth that can achieve them. That process has been called "planning". The very word sometimes brings a smile to our lips because we know that no tiny committee—no matter how expert—hy taking thought can significantly change a modern city. But that bland smile is really a white flag of defeat. Just as we know that a few men and women cannot alter a complex democratic community, we also know that by informed solidarity our larger social groups most certainly can—and quickly. We have already spent nearly ten years of this century proving to ourselves what miracles a determined society can accomplish.

When our society turns that determination to the treatment of the perils and blotches in its own physical environment, it is doing community planning; and that is what the Community Planning Association of Canada is founded to promote. Our membership includes many of the experts; what makes CPAC distinctive from some older planning organizations is that for every professional planner we number a score of his most effective allies: ordinary people with an interest are welcomed. They are the citizens who are discovering the opportunities open to their community, not only to mend its expanding features, but also to make richer the values it offers to the men and women and boys and girls who live their lives

within it. We are beginning to grasp the meaning of the natural economic and social resources of Canada, if once we put them imaginatively to our use.

We believe that citizens and experts alike can work more effectively to achieve better Canadian communities by enlisting their efforts in this Association. That is why we have formed Branches from Victoria to Halifax, have arranged citizens' planning conferences in every region of Canada for people who speak both English and French and why we present this pamphlet. Ultimately however, the great triumph will be to see the kind of changes we have been discussing being carried out before our very eyes in all the places where we live. There can be no question that the transformation will require a wider *understanding* of community planning by Canadians; it will equally require a fuller *participation* in community planning by all the kinds of people in each community. To tackle those requirements is the object of the Community Planning Association of Canada.



CPAC *Publications*

The national office of CPAC is expanding the information service available to Branches of the Association and to other groups interested in planning. We now publish and distribute from Ottawa ten bulletins yearly in each language: LAYOUT FOR LIVING appears on the 5th, and URBANISME appears on the 20th of each month from January to June and from September to December. In addition, the national office has a limited supply of the planning publications of other agencies, available to Members at cost. Other items are available from some Divisions and Branches; and more are in preparation and on order. A first list follows:

PLANNING

Community Planning: suggestions for Canadian communities
by John Bland. Published in 1947 by the Canadian Chamber of Commerce, Montreal. Reviewed in LAYOUT FOR LIVING No. 11 (January 1948) (Price to Members: $1.25)

Housing Progress Abroad (December 1947)
Published by Central Mortgage and Housing Corporation; describes planning legislation and achievements in Britain and U.S. (Free)

Planning Canada's Capital
Written by Architectural Research Group of Ottawa in 1946 and published by the Ottawa 'Evening Citizen'; 16 pages on suggested aims for Ottawa's planning, most of them equally important to any city. (Free)

Your Stake in Community Planning
Published in 1944 by National Committee on Housing of U.S.A. Twenty-eight pages of essentials. (35 cents)

Community Planning in Canada
A graphic summary of the plans prepared by over twenty Canadian communities, ranging in size from a million to two thousand persons. Fully illustrated, largely from the Journal of the Royal Architectural Institute of Canada. (In preparation. Price: 25 cents)

Community Planning in the Reconstruction Period
Texts of addresses by the Right Honorable C. D. Howe and Major General H. A. Young to the 1946 Conference at which the Community Planning Association of Canada was conceived. Mimeographed. (Free)

PLANNING BOOKLISTS

Town and Country Planning—a Reader's Guide
compiled by F. J. Osborn and published in 1947 by Cambridge University Press for the National Book League. (25 cents)

Community Planning and Control of Land Use
Booklist prepared by American City Magazine in 1947 (Free)

Layout for Living No. 3-4 and No. 17
Lists books, pamphlets and visual aids. (Free)

HOUSING

A Place to Live
by Hazen Sise; written in 1945 for the armed forces periodical 'Canadian Affairs'. (Free)

A National Housing Policy for Canada
by the Canadian Welfare Council; presented to all our governments in 1947. (15 cents)

What is Government Doing About Housing?
Published 1948 by the Community Planning Association of Canada; reviews recent Canadian housing legislation. (10 cents)

Houses for Family Living
by Frederick Gutheim. Published in 1947 by the Woman's Foundation Inc. (See review in LAYOUT FOR LIVING No. 14.) (25 cents)

Housing for America
Special issue of 'The Nation' for May 15, 1948, articles by Lewis Mumford, Nathan Straus, Catherine Bauer, Robert Lasch, Charles Abrams and other experts—nearly all of them insisting that housing and urban planning are inseparable. (10 cents)

Please send Money Order or Postal Note with each request to: Community Planning Association of Canada, 56 Lyon St., Ottawa.

Planning Films

This is Tomorrow — 10 Minutes, 16 mm., black and white, sound. (Teaching Films) A shorter version of the famous film *The City*; pre-industrial, conventional and possible communities contrasted, using American examples. Purchased by CPAC and available from National Film Society, 172 Wellington St., Ottawa, for a service charge of 50c.

Life Stream of the City — 15 Minutes, 16 mm., colour, sound. (G.E. Corp. Films) Lucid exposition of problems of swelling traffic in our streets; solutions offered by public vehicles. Available by advance arrangement with nearest office of General Electric Co. for cost of express both ways.

Growth of Cities — 10 Minutes, 16 mm., black and white, sound. Encyclopedia Brit. 1942. Outlines the reasons for location and development of American cities; describes need for more order and foresight in city development from now on.

Arteries of the City — 10 Minutes, 16 mm. Black & White sound. Encyc. Brit. with Robt. Lynd. Excellent animated analysis of big-city problems. Available from National Film Society.

Tale of New Cities — Approx. 20 Minutes, 16 mm., colour, sound. Inquire any office of Central Mortgage and Housing Corporation.

Challenge of Housing — 10 Minutes, 16 mm., black and white, sound. (Nat. Film Board) Evils of slums and overcrowding in various countries, plus indication of the ways used to remove these evils. Available from N.F.S., Ottawa, for service charge of 50c.

Filmstrips

Your City and You — Produced by Graphics International for Central Mortgage and Housing Corporation. 25 frames, black and white. Taken from travelling exhibition of same name recently circulated by National Gallery of Canada.

Need for Planning (Part I) — Produced for Town and Country Planning Association, with accompanying notes by Max Lock, British planner. 33 frames, black and white. Shows why Industrial Revolution knocked urban development out of control.

How to Look at a Town — Produced for Town and Country Planning Association, with accompanying notes by Desmond Donnelly. Examines what did and does make a place tick, with special reference to the cathedral and market town of Ely in England. 41 frames, black and white.

How to Look at a Village — Produced for Town and Country Planning Association, with accompanying notes by P. Morton Shand. Examines Ashwell, Herts., along lines suggested by Thomas Sharp's Penguin book 'The Anatomy of the Village'. Also shows villages of several other types. 38 frames, black and white.

How to Look at a Seaport — Produced for Town and Country Planning Association, with accompanying notes by Desmond Donnelly. A close look at the fishing, industrial and recreational facilities in Falmouth, with glances at the greater complexities of Tyneside ports, Birkenhead, Southampton and Dover. 34 frames, black and white.

These five filmstrips are available to Branches on loan from the national office of the Community Planning Association of Canada. They will be shipped in light metal boxes and accompanied by notes as described above. The strips, boxes and notes should be returned, prepaid and in good repair, to the national office, 56 Lyon Street, Ottawa.